to sever diplomatic relations with the German Empire altogether."

Germany had on that occasion climbed down to the extent of stating that she was ordering her submarines not to sink merchantmen without warning, and without saving human lives, unless the ship attempted to escape or offer resistance. But her covering Note stated clearly that she made this concession merely as a matter of expediency, reserving in principle her right to resume grimmer methods if she thought it would pay her to do so. If the U.S.A. failed to induce Britain to abandon her blockade of Germany, " the German Government would then be facing a new situation in which it must reserve itself complete liberty of decision."

It is incomprehensible why Wilson took no measures to strengthen the naval and military forces of America when two things must have been made clear to him by the course of the War :—

i. That one or other or both of the belligerent parties were constantly interfering with the rights of American subjects and actually sacrificing American lives.

2. That America was bound sooner or later to intervene and propose peace. There was no other country left with sufficient authority and influence to demand

Conditions that threatened U.S.A. neutrality

negotiation amongst the belligerents. Her intervention would not be heeded by a winning Power unless there was force behind it. As things stood in the War, both parties thought that victory was in the end assured to their side, and therefore the War might go on for many more years.